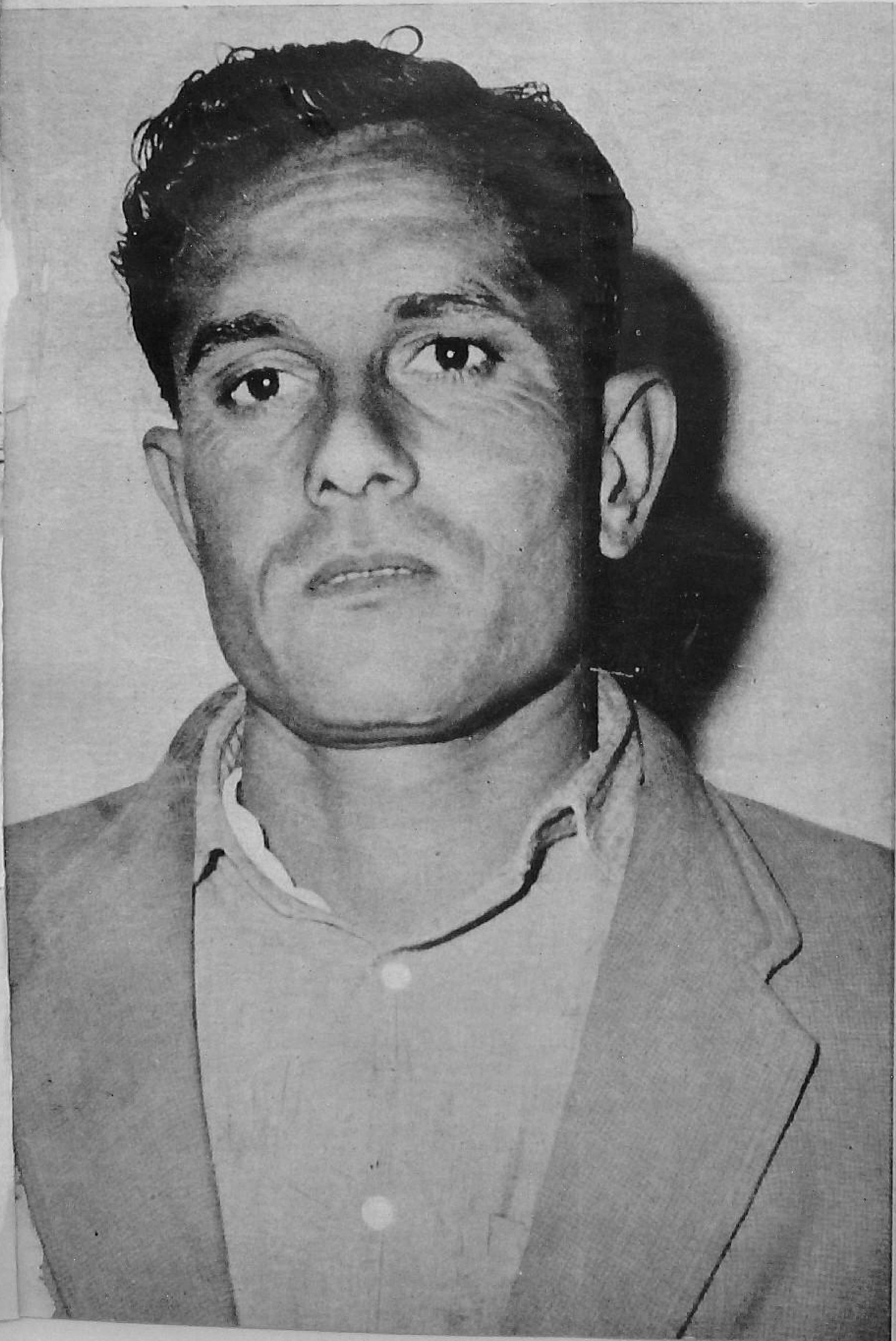
ICE OF THE PRINCIPAL
9-MAR 1962
KOVILPAT
RAI EXTENSION TRAINING C

Panchayati Raj

FEBRUARY 1962



THE UNANIMOUS CHOICE

CHANDA SINGH, the Pradha of Nilokheri Panchayat Sami (Punjab) along with all othe members of the Samiti was elec ted unanimously in the Par chayati Raj elections held in th State recently. (See the story o page 8).

PANCHAYATI RAJ

(Incorporating Gram Sevak)

Vol. II

MAGHA-1883

FEBRUARY 1962

No. 11

CONTENTS

WHY PANCHAYATI RAJ—*V. D.*	1
QUESTIONS AND ANSWERS—*Vidur*	2
LETTERS	3
ORISSA'S EXPANDED NUTRITION PROGRAMME—*Madan Gopal*	5
THE SARPANCH IN RAJASTHAN'S PANCHAYATS—*L. S. Rathore*	6
NILOKHERI TO THE FORE AGAIN	8
A SARPANCH AT WORK	10
COMMUNITY ON THE MOVE	12
AROUND THE STATES	13
FROM THE CENTRE	15

EDITOR : VISHNU DUTT

(Asst. Editor, Publications Division)

BUSINESS NOTICE

Single Copy : 15 nP.

Annual : Rs. 1·25

All enquiries regarding agency and rates of subscription and advertisements may be addressed to the Publications Division, Old Secretariat, Delhi-6. Editorial correspondence may be addressed to the Editor, *Panchayati Raj*, Ministry of Community Development & Cooperation, Krishi Bhavan, New Delhi.

THE PRINCIPAL
MAR 1962
KOVILPATTI
EXTENSION TRAINING CENTRE

PT69

WHY PANCHAYATI RAJ?

PANCHAYATI RAJ was first launched in Rajasthan two years ago. To-day, it has spread to 8 States. The whole country will be covered by the movement by the end of the next year.

FREEDOM AND DEMOCRACY

This is part of the same freedom movement that led to the country's independence from the yoke of the British rulers. But this freedom through Panchayati Raj is with a difference. While the former meant freedom from an outsider sitting on our back, and was won through struggle, the latter signifies freedom within the country itself and has been given voluntarily. When the British left the country in 1947, power was concentrated either in New Delhi or in the State Capitals. The vast countryside with 80 per cent of our population had little power, little freedom to plan and administer. Some people at the top thought over the matter and felt it was a highly undesirable situation. And so started the mighty Panchayati Raj movement which meant the dispersal of power and freedom down to the District, Block and village levels.

Along with freedom, Panchayati Raj implies democracy. We had democracy only at the Central and State levels. But our country is so vast that the few representatives in the Lok Sabha and State Assemblies, however good and competent, could not do all that was required to be done. Moreover, the vast number of people, after they had cast their votes once in five years, had little or no say in the deliberations of the day-to-day administrative matters. This big gap in time and distance had to be filled up in order to make democracy meaningful. Consequently democracy was extended down to the ground level. Thus we have the Zila Parishad at the District level, Panchayat Samiti at the Block level, the Panchayat at the village level and finally the Gram Sabha consisting of all adult members of the village. These provide a strong base to the edifice of democracy in our country.

ADVANTAGES

The advantages of the Panchayati Raj set-up are obvious. With responsibility and power having been transferred to the large number of villagers at various levels, their initiative and enthusiasm for development activities have greatly increased. They no longer regard the development programme to be something different from them, thrust from above. It now forms a part and parcel of their being. They have planned it and are responsible for its execution. This has released tremendous latent energies of the rural people who are now keen to tap all their available resources to carry the programme to a successful end. The Balwantrai Mehta Committee had precisely this aim in view when it recommended the delegation of power and responsibility to the Panchayats.

The involving of lakhs of Panches, Sarpanches & Pradhans in the Panchayati Raj programme has thrown open to them vast opportunities of planning and administrative functioning which they never had before. This is helping them to grow up individually as well as collectively. Village leadership is being built up at various levels. Perhaps in no other country, social education as understood in the widest sense of the term, implying education and training in democracy and citizenship, was carried on such a mass scale as in India under the Panchayati Raj. Many educated young men and women, interested in the development and welfare of the village community are coming forward and throwing themselves heart and soul into the movement.

Panchayati Raj is also helping the community spirit to grow up. The village leaders think and plan for the community as a whole. They have to take special care of the weaker sections. Moreover, the fact that various Panchayati Raj bodies form part of the big edifice of democracy in the country as a whole, promotes a sense of national integration.

(Continued on page 4)

Questions and Answers

VIDUR

[Information on Panchayati Raj will be given in this column, which will be a regular feature henceforth, in the form of Questions and Answers. Our readers are invited to send us their questions on any aspect of the subject.]

Question: What were the circumstances that led to the present Panchayati Raj movement in the country? When and where was it inaugurated?

Answer: The C.D. programme was inaugurated in October, 1952 for the uplift and development of the rural areas. It was largely a Government sponsored programme, planned and carried out through the Government officials, though it envisaged the idea of self-help and people's participation as well. After a few years of the working of the programme through the National Extension Service agency, it was felt that though some progress, particularly in the fields of agricultural development and construction activities like school buildings and roads had been made but it fell short of the requirements of the situation. The goal of building up a self-reliant and well-knit community was not nearing realisation. The men at the top felt concerned at the situation and set up a Study Team under the leadership of Shri Balwantrai Mehta to probe into the matter and suggest a way out. This Committee came to the conclusion that the proper solution lay in implementing the principle of democratic decentralisation and in delegating power and responsibility to the people's representatives at various levels down to the village. It recommended a three-tier system *viz.* Panchayat at the village level, a Panchayat Samiti at the Block level and Zila Parishad at the District level. The scheme which later came to be known as Panchayati Raj was accepted by the Government and is being implemented gradually all over the country. It was inaugurated by the Prime Minister at Nagaur in Rajasthan on October 2, 1959.

Question: Did Panchayats exist in ancient India, too? In what respects did these differ from the present panchayats?

Answer: There is plenty of evidence to show that Panchayats existed in ancient India. The word "Panchayat" has been handed down to us from times immemorial, from the days of *shrutis* and *smritis* when even writing was not developed and things were memorised and handed down by word of mouth from father to son or Guru to disciple. The Vedas speak of the "Gramini" meaning the leader of the village. That there existed some sort of a federation of village republics as early as the epic age, is clear from the fact that Valmiki mentions "Janapadas" in the Ramayana. Later on, the word "Gram Sangh" is used in the same sense in the Mahabharata. The word "Gram Sabha" itself occurs in the Jatakas. An elaborate account of the rural communities, their duties and their relationship with the king are described in the *Arth Shastra* by Kautilya. That the Panchayats had their roots deep down in the soil is clear from the fact that inspite of so many upheavals that overtook the country from time to time, they continued to exist and served a very useful purpose. In fact, it was this basic character of their vitality that drew the admiration of the British Governor General Shri Charles Metcalf who described them as "the indestructible atom which subsist where nothing else seems to last." The old Panchayats were different from the present ones in as much as they served a society based on Varna Ashram Dharam. The distinctions based on caste and creed no longer hold sway over the new Panchayats. The Socio-economic system in the olden days was less centralised and based on the idea of village self-sufficiency, interdependence and collective responsibility. The

(*Continued on page 7*)

BONE-MEAL

Sir,

I have a few comments to make on the suggestions contained in Shri Seenu R. Rama Subbu's letter entitled "Steamed Bone-meal" published in the January issue of Panchayati Raj. To put a ban on the export of bones is not practicable at present. It is equally doubtful if the eating of flesh of dead animals could be stopped through legislation. It is through social education that such evil practices can be effectively eradicated. I fully agree with the other suggestion that the Panchayats and Panchayat Samitis should take in their hands the work of Carcass Recovery Centres and preparation of bone-meal. This should form part of their Village Agriculture Production Plans. In this connection, I may refer to the Report on the Marketing of Bone-Meals in India (1958) which has recommended the establishment of purchasing depots for collection, storage and supply of raw bones to the crushing mills, thereby eliminating the intermediary and assuring better prices to the primary collector of bones.

15-1-62 Yours etc.,

Krishi Bhavan. *B. D. Pandey,*

Ministry of Community Development and Co-operation.

* * * *

PATWARI AND PANCHAYATI RAJ

Sir,

I hope I am voicing the feelings unanimously shared by the rural people all over the country that they have suffered far too long at the hands of a Government key-functionary—the PATWARI. Ever since the days of the Moghul rule in India, he has been dominating the countryside. He was in fact the hard core of the I.C.S. steel frame of the British Administration in India. Fourteen years of Independence, too, have found little change in him. Panchayati Raj which has been hailed as the "Charter of Freedom" for the rural people also seems hesitant to grapple and bring him under control.

That the Patwari can be and is a source of great mischief is known even to a child in the village. Most of the land disputes, litigations and breach of the peace owe their origin to incorrect and dishonest entries pertaining to land records. He thus makes his power felt and none dare defy him. This greatly demoralises the village folk. Through his manœuvering, the advantages accruing even from highly desirable legislations like the Abolition of Zamindari, Land Ceilings and Bhoomidari have been diluted, nay thwarted. Due to his indifference and waywardness, Panchayats have not been able to get the common waste lands demarcated as yet, thus holding up the pace of development work as well as the much-needed finances for them.

His harmful activities can be curbed only when he is placed under the control of the Village Panchayat. The Sarpanch should be empowered to write his confidential report. It should be made obligatory on the Patwari to attend the meetings of the Gram Sabha and the

Panchayat and to give satisfactory replies to all the queries raised there. He should place relevant land records before the Panchayat and get them attested by the Sarpanch. The good results achieved by States like Rajasthan by following the policy of delegating powers to Panchayats are a pointer in the right direction. The subject calls for thorough study and the Centre should give clear instructions so that a uniform policy is adopted all over the country.

Dated 2-1-62 Yours etc.,
Alipur, *Badlu Ram,*
Delhi State. *Sarpanch.*

* * * *

SHORTAGE OF DOCTORS

Sir,

There is acute shortage of doctors and other medical personnel in the rural areas. They are concentrated in big towns and cities. It is estimated that the population per doctor in the rural areas is roughly five times that in the urban areas. Unfortunately, even Government dispensaries and Primary Health Centres in the rural areas have not got enough personnel and several key posts continue lying vacant for an indefinite period. The result is obvious. The health of the rural population suffers. It is high time that the Government realised the gravity of the situation and did something to improve matters. In the first place, the Government should provide greater facilities for the training of medical men of all grades required in the rural areas. It is necessary that the training should have a bias for rural conditions. As far as possible the training institutes should be located in the rural areas and not in the cities as at present. Those trained under soft conditions in the cities later find it hard to adjust themselves to rural conditions. Services of qualified local medical practitioners might be utilised increasingly on payment basis for official health work such as School Health and Medical Care Programme. Terms of Government service in the Health Department might require every one to serve for a period of 3 years in the rural areas within the first ten years of service. At the same time the conditions of service in the rural areas might be made more lucrative by provision of no-practice and Rural Health Allowance. It is learnt that Russia faced with a similar problem, solved it by offering additional allowances according to which a technical person in rural region gets almost double the emoluments received by his counterpart in Moscow.

20-12-61 Yours etc.,
Delhi Cantt. *Shiv Dutt*

WHY PANCHAYATI RAJ

(*Continued from page* 1)

C. D. PROGRAMME

The C.D. Programme itself has received a new life as a result of the Panchayati Raj. Since the various schemes are planned by the concerned people themselves at the ground level, these reflect their felt-needs and there is no unreality or superficiality about them. That is why these are now being implemented with efficiency, zeal and vigour. Now there is people's control on Government officials at various levels below the district. So, the supervision is better. Corruption, delay and inefficiency are being removed. Attendance in schools has increased. The teachers are also more punctual. Position regarding supply of seeds, fertilisers and loans has improved. In fact, now there are very few complaints. If only the Gram Sabhas were more united and knew how to make themselves felt, the Panches would also become more alert and conscious of their duties. And even the few complaints now received would become a thing of the past.

It is in view of the above advantages that Panchayati Raj is already growing from strength to strength and will do so more in the near future.

DO YOU KNOW?

1. *People's contribution under Expanded Nutrition Programme is:*

Poultry	Rs. 1,38,210
Pisciculture	7,09,105
School Garden	3,30,065
Mahila Samiti Buildings	4,00,000
Total	Rs. 15,77,380
Assistance by Orissa Government	Rs. 27,40,104
UNICEF	6,19,000

2. *Cost of Menus for*

Women	12 nP.
Pre-School Children	6 nP.
Children	8 nP.

ORISSA'S EXPANDED NUTRITION PROGRAMME

MADAN GOPAL

ORISSA, which had launched a milk feeding programme for school children in 1957-58 and the supply of milk and fish oil capsules to expectant and nursing mothers, through the Mahila Samitis, in 1958-59, has now launched what is called the "expanded nutrition programme". It aims at bringing about a radical change in the dietary habits of the people, as also at evolving a really balanced diet, rich in proteins and vitamins.

MILK FEEDING

The milk feeding programme, implemented through 1,994 Mahila Samitis, covered 33,830 women and 85,564 children. For five days in the week each school boy under the programme was fed 1½ oz. of milk powder reconstituted per day. Similarly porridge was given to them once a week.

Thrice every week, every adult woman either in the pre-natal or post-natal stage, was given 2 oz. of milk powder reconstituted, and every pre-school child 1 oz. of milk powder reconstituted. In addition to milk, every expectant and nursing mother and pre-school child was also given one fish oil capsule thrice a week (subsequently replaced by sprouted moong). The milk feeding programme only sought to emphasise the need for popularising nutritive foods among the village communities and thus bring about a change in the food habits of the villagers.

EXPANDED NUTRITION

In 1959, a scheme called the "expanded nutrition programme", was worked out. The programme aimed at improving the nutritional standard of the food of the villagers through the inclusion of eggs, fish, and milk in their diet. It also sought to educate them about reasonably balanced diets, and to bring home to them the need for increasing production of protective foods, such as poultry and eggs, fish, fruits and vegetables.

Expectant and nursing mothers and pre-school children of the villages covered by the programme are now being fed twice every week on a balanced diet. The school children, who have been given free milk every day and one mid-day meal, also get one extra meal a week. The familiarisation with richer food would certainly influence their dietary habits.

THE SCHEME

The programme now covers five villages in each of the 16 Blocks selected for implementation. Each one of these villages has started a poultry centre, a tank for pisciculture, and a village orchard.

A poultry unit has been set up at the headquarters of each one of the 16 Blocks with the help of the State Poultry Farm. It is equipped with grinders, brooders, incubators of 2,500 eggs capacity and premixture feed. The Block unit has 5 sub-centres, one in each of the 5 selected villages in the Blcok. Each sub-unit is supplied by the Block unit with 60 birds and 6 cocks. The Mahila Samitis look after the sub-centres. Each sub-centre supplies 170 eggs per week for the feeding of 50 pre-school children and 20 expectant and lactating mothers from October to March. The

(*Continued on page* 11)

Feeding in a Mahila Samiti Centre

THE SARPANCH IN RAJASTHAN'S PANCHAYATS

L. S. RATHORE

THE SARPANCH, *i.e.*, the President of the Village Panchayat is the pivot of panchayati Raj in Rajasthan. He is the focus or the central figure in the entire organisation. He is primarily responsible for the village development. He forms the base of the Indian democratic pyramid. As such, his quality would go a long way in strengthening or undermining the democratic fibre in India. On him rests the success of the experiment of democratic decentralisation and the future prosperity and development of the villages.

It was on October 2, 1959, that Prime Minister Shri Nehru, inaugurated the Panchayat Samiti and Zila Parishad Act of Rajasthan at Nagaur. At the time this significant and welcome step towards the transfer of power and initiative for social and economic development of the villages from the State Government to the people was taken, there were over 3,500 panchayats functioning in the State. This number has since increased with the reconstitution of panchayats having a population of 5,000 or above into smaller units with population ranging between 1,500 and 2,000.

The normal term of the panchayat is three years. Every adult citizen of 21 years of age and who ordinarily resides in a panchayat circle is entitled to vote in the election of the panchayat. Every panchayat has one Sarpanch and one Up-Sarpanch. Persons of unsound mind, those suffering from leprosy, insolvents, those in the service of the Government or local bodies, those who have been convicted of an offence involving moral turpitude or under 25 years of age, are however, excluded from becoming Panchas or Sarpanchas.

DUTIES & RESPONSIBILITIES

Members of the panchayat are elected wardwise, but the Sarpanch is elected directly by the entire electorate of the panchayat area. The powers and duties of the Sarpanch are extensive and impressive. He presides over and regulates the meetings of the panchayat. He administers the oath to Panchas and keeps the records and registers of the panchayat in his custody. He is responsible for keeping the accounts up-to-date and to make payments as have been sanctioned by the panchayat. He must keep a vigilant eye on the panchyat funds. He exercises a general supervision and control over the conduct and activities of all officers and servants of the panchayat. He is responsible for furnishing to the Panchayat Samiti, all the necessary reports, returns or records. He conveys the decisions of the panchayat to the block-level Panchayat Samiti. The entire responsibility of the village development falls on him. He is the keystone of the panchayat and his is the major role in the welfare activities of the village. He is expected to provide lead to the villagers. The office requires the qualities of leadership. The position and prestige attached to the office of Sarpanch has relegated into background the pre-eminence of the old feudal lords in the villages. Instead of the old feudal lord ruling autocratically in the villages, there is now an elected Sarpanch serving democratically and in accordance with the wishes of the people.

ELECTION CONTEST

There was a keen contest for the office of the Sarpanch in the last panchayat elections held in 1961. The candidates did not fail to inject the venom of casteism. Party-politics also came in. The result was that some wrong and anti-social elements got elected to this office. With political pressures, casteism and such like evils as are operating in the country, it is almost impossible for men of honesty, patriotism and sense of public service to find their way to the office of Sarpanch. However, the office of the Sarpanch is still in its infancy. There is no cause for any kind of despair or disappointment. This does not mean that we should become smug and begin resting on

our oars. Eternal vigilance and arduous work are the price of lasting liberty and we cannot afford to be over-optimistic and over-confident. With faith and confidence in the idea of democratic decentralisation, with good-will towards all and ill-will towards none, we should march forward with discipline and determination towards our cherished goal of Panchayat Raj.

PANCH PARMESHWAR

Special stress may be laid on one aspect of the panchyat Sarpanch. In ancient India, the panchayats were held in very high esteem. 'Panch Parmeshwar' was the lofty ideal of these village communities. The main source of this deep respect and regard for the panchayats was the principle of unanimity in the election of the Panchas and Sarpanch. It is this principle of unanimity which was the soul of panchayats in ancient India, and it is this same principle of unanimity and collective goodwill that requires to be revived in the existing circumstances. In order to promote and directly encourage unanimity and goodwill among the people, it may be desirable to invest with more power and authority those panchayats which elect their Panchas and Sarpanchas unanimously. Panchayats which are unable to demonstrate unanimity of this kind should be classed as second-class institutions possessing less power and prestige than the first-class panchayats. Such a system would foster healthy democratic traditions and would bring the capable and noble persons to the chair of Sarpanch.

QUESTIONS AND ANSWERS

(Continued from page 2)

Panchayats of today have to work under a more centralised politico-economic system. While it is true that the old Panchayats were more well-knit and the choice of Panchas was rather unanimous, the new Panchayats seem to be governed by a more democratic spirit and in the choice of its leaders are not swayed by considerations of birth and traditions as in the past. For achieving unanimity in elections, new standards are being held.

Question: Is Panchayati Raj merely a make-shift device to achieve greater people's participation in the development programme? or has it some wider significance of its own?

Answer: Panchayati Raj implies the delegation of powers and responsibilities to the people's representatives themselves at lower levels, that is the district and below. Though the idea of Panchayati Raj has originated out of the necessity of procuring greater people's participation in the development programmes, the Panchayats are not to be treated merely as Government agencies for that purpose. The various Panchayati Raj bodies are full-blooded democratic sovereign bodies in their own limited sphere of activities. The democratic principle of subordinating the Government machinery to the people's representatives is being implemented at various levels. In fact, the Panchayati Raj movement is more basic and fundamental in character. It is a way of life. It is a logical extension of the concept of freedom and democracy. It seeks to make democracy more broad-based. It follows the wise precept that no higher body should attempt to do what a lower body can do itself. Such an arrangement is conducive to the full growth of the individual as well as the Community. Therefore, Panchayati Raj is proper in its own right. It has potentialities which may have far-reaching influence on the economic and political structure of the country.

NILOKHERI TO T

Panchayat Samiti That Ac

(By our Special

NILOKHERI, the welknown Nursery for the rehabilitation of refugees from West Pakistan which helped the formulation of early ideas on Community Development, is again in the forefront. This time in the field of Panchayati Raj. Unanimous or near unanimous Panchayat elections are considered desirable in as much as these tend to hold the factious apirit of the community in check. Nilokheri Panchayat Samiti is one of the several Panchayat Samitis in the Punjab which has the distinction of electing its members unanimously during the recent Panchayati Raj elections held in the State. The Block consisting of 135 villages has 87 Panchayats. Most of the elections to Gram Panchayats were held unanimously. The Panches and Sarpanches numbering 539 formed the electoral college for electing 16 members of the Panchayat Samiti. There were 69 candidates in the field and a keen contest was expected. However, better sense prevailed on them and on the eve of the polling day, they all decided to have unanimous elections. But they were faced with a ticklish question as to which of the 69 candidates who had filed their nomination papers should be asked to withdraw so that only 16 candidates were left in the field, to get elected without contest. This important work was entrusted to Sardar Gurindra Singh, an influential landlord known for his impartiality, generosity and humility in whom everybody reposes full faith. It was not an easy job to do.

Sardar Gurindra Singh through whose efforts an agreed list of candidates for the Panchayat Samiti was evolved.

But Gurindra Singh, realsing the gravity of the situation and fearing the evil consequences of a contested election threw himself heart and soul into resolving the dilemma. Keeping in view the qualities of character and ability of the individual candidates uppermost in his mind, he announced the list of 16 candidates of his choice. He also saw to it that community and territorial interests were also not neglected. Everybody welcomed the choice of candidates and they were elected unanimously. Similarly two representatives of the Cooperative societies and 4 coopted Harijan and women members were also selected without any contest.

Recently some members of the Panchayat Samiti including its Pradhan Shri Chanda Singh, S. Gurindra Singh and a few others called on Shri S. K. Dey, Minister for Community Development & Cooperation who congratulated them on their unanimous elections. He talked to them about their future line of action and programme. He exhorted them to take initiative and devote themselves wholeheartedly to the carry-

THE FORE AGAIN

chieved Unanimous Elections

l Correspondent)

ing out of the development activities.

He informed them that the training centres at Nilokheri had already taken up five villages for intensive development work and that it would be advisable if the members of the Panchayat Samiti associated themselves with the staff of these Centres, and drew up a programme on the model of the work done in those villages. He visualised that the Nilokheri Panchayat Samiti, with its present sound leadership could become a model for the country. He gave his idea of a model samiti as one in which every village has a co-operative and every family is represented in the Co-operative; all boys and girls of school-going age go to the school; every house is made responsible for hygiene and sanitation in its environ; every cultivator has at least one compost pit; every village has its own Agricultural Production Plan drawn up in consultation with the cultivators and particular attention is paid to the landless to provide them with a means of livelihood *e.g.*, rearing of poultry and suitable village industries.

Members of the Nilokheri Panchayat Samiti engaged in a discussion with Shri S. K. Dey, Minister for Community Development & Co-operation. Shri Chanda Singh, Pradhan is seen stressing a point to Shri Dey.

A Sarpanch at Work

FOR Ram Kishan, the young Sarpanch of Nigdu Panchayat in Nilokheri Block in the Punjab, the day begins with the crowing of the cock at four early in the morning. It is time for him to throw the corn feed to about a dozen hens of the White Leghorn variety kept in a wire-net enclosure in a corner of his big courtyard. He also places the fodder before his two bullocks, one buffalo and a cow.

Soon after he returns to his 'baithak' and assisted by a kerosene lantern he goes through the official papers received during the previous day and writes their replies. He has to do quite a bit of office work for besides being a Sarpanch of the village Panchayat, he is the Manager of the Service Co-operative and is incharge of the local unit of the Post Office. He has to maintain separate accounts for all these. He is read upto Matric and is able to carry on correspondence and to keep the required accounts.

Before the day breaks, Ram Kishan has milked his buffalo. His wife prepares and serves him tea while he is still busy with his office routine. Visitors start calling on him from day-break and continue doing so at all odd hours till late at night. Ram Kishan's 'baithak' looks like an open durbar where every-one is welcome at any time. More than a dozen people see him,—most of them seeking redress of their complaints against some one in the village, others requiring some assistance in their trade or avocation. There is Kehar Singh who shouting at the top of his voice complaints to the Sarpanch that his neighbouring farmer had encroached upon the boundaries of his fields and that he should be called upon to desist from his unjustified act. The Sarpanch pacifies him by saying that he would bring the Patwari on the spot and get the dispute settled by getting their fields measured afresh. Of more serious nature is the complaint of Harbhajan Singh who had received some injuries as a result of a scuffle with another young man of the village. Shri Ram Kishan informs him that both the parties will be called at eight in the night when an effort would be made to secure him justice. The Sarpanch's services are sought even to solve domestic problems of a family. There is seventy-year old Paltu who sobbing and sighing complaints of the highhandedness of his son who pays him scant regard and does not feed and clothe him properly. The Sarpanch feels extremely sorry for the old man and taking two or three other elderly men of the village goes straight to the old man's house. They reprimand the young man who feels repentant and promises to behave better in future.

The Sarpanch continues to play this role of peacemaker and reconciliator almost throughout the day till late at night. This work though forming the heaviest and most strenuous part of his public activities is not enjoined upon him by any official obligation. Yet he cheerfully carries on this labour of love for this is essential to keep the wheels of the village community moving smoothly. His own popularity amongst the village folk is largely determined by these little acts of service and his behaviour towards individual villagers. Indeed it is on rare occasions that the official Sarpanch in him is manifested. Out of scores of cases that he hears every day, there is hardly one or two which defy solution, the rest being settled amicably by the parties. The Panchayat takes cognisance of the tough cases only when the parties are in no mood to compromise. There are not more than two dozen such cases throughout the year. Barring three or four cases, the rest are all settled amicably between the parties.

The petty disputes of the villagers notwithstanding, it is the development activities of the village that claim his

attention for the best part of the day. In consultation with the Gramsabha, the Village Panchayat has determined the various development works to be carried out in the village. Some of these like the Co-operative Store Godown, the school-building, a well and twenty houses for Harijans have been completed. Others like a temple, culverts for going to fields and pavement of streets are under construction. A sub-committee consisting of the panchayat members and some outstanding villagers looks after each construction work. The Sarpanch goes round and inspects each work-site to satisfy himself about the progress made. Due to acute shortage of coal, bricks are not available in adequate quantities and therefore the pace of development works is somewhat held up.

Realising that the effectiveness of the Panchayat lies in its capacity to raise local financial resources, he has left no stone unturned to increase its assets and income. He got a small pond stocked with fingerlings which now yields an income of Rs. 500 per year. From several acres of low-lying areas, the yield of *Kamalgatta*—a vegetable which finds an easy market in the nearby city, gives an annual income of Rs. 1,000. He now proposes to get demarcated the boundaries of 150 acres of common waste land. He hopes to establish a model farm of 100 acres and carry on cultivation with the help of a tractor. This will help bring about a sizable increase in the financial income of the Panchayat which has already gone upto Rs. 9,000 per year.

He has so much to do in the village that he finds hardly any time to look after his family. Besides, his frequent visits to Nilokheri and Karnal in connection with something or the other almost every alternate day leave him practically no time for his personal work. This calls forth great self-sacrifice on his part but as he says, he finds the public work so enjoyable that he cannot resist its temptation. A few days ago when his wife gave birth to a child, he was not available at home, having gone out of the village on some public work. The women of the neighbourhood looked after his wife during the emergency. But Ram Kishan is not entirely careless and indifferent to his family. He has taken good care to build up his economic position in a way that he can afford to take part in public work. He draws an honorarium of Rs. 25 per month for doing Post Office work, and Rs. 50 per month as Manager of the Co-operative Society. He has been lucky to get a very honest and hard-working partner who looks after his 12-acre farm which he manages on modern and scientific lines. But for this economic independence he would never have been able to take part in public activities. He still remembers how he had to toil hard for his daily bread when he came and settled in the village as a refugee from Pakistan, twelve years ago. In course of time, through honest and hard work, he built up his economic well-being and rose to be the elected Chief of the Panchayat which he had served as a petty paid employee in the beginning.

Shri Ram Kishan typifies the emergence of young leadership brought to the front by the recent Panchayati Raj elections throughout the country. It is on men like him that the future success of Panchayati Raj depends.

ORISSA'S EXPANDED NUTRITION PROGRAMME

(*Continued from page* 5)

surplus eggs are supplied to the interested and trained villagers, willing to keep their own poultry, for rearing and upgrading the breed. Each one of the selected villages has earmarked a tank with an area of 4 acres for rearing fish. It is expected to supply 1,200 lbs. of fish from April to September every year.

Similarly, in each one of the selected villages, vegetable gardens and fruit orchards are being developed on land donated by the people of the villages concerned. Vegetables and fruits grown here supplement the mid-day meals for school children and the expanded nutrition programme. To provide irrigation facilities for each school garden under the scheme, the UNICEF, is giving 50% contribution for wells, including tube-wells. The vegetable gardens and fruit orchards are looked after by the members of the Yuvak Sangh, or the School Committee.

COMMUNITY ON THE MOVE

THE NEW HAVEN

VILLAGE DOONGRI in the Pindwara Panchayat Samiti in Rajasthan, being situated near a *nullah,* used to suffer terribly as a result of flood waters. Not infrequently the villagers were required to pass days and nights with flood waters standing chest-high in their homes. The villagers decided to shift the village to a safer site nearby. The site was cleared and levelled and roads were laid. A plot of land adjoining the site was selected for the construction of a school building and children's park. A well for drinking water was also completed. Their courage and perseverance led them to their new haven which now promises joy and security.

* * * *

TAPPING LOCAL RESOURCES

THE VILLAGERS of Davajigudem Panchayat in the Gannavaram Panchayat Samiti, Andhra Pradesh, have contributed a sum of Rs. 5 lakh in cash for the construction of a bridge. The villagers of Atkur Panchayat in the same block contributed a similar sum for constucting a high school building in that village.

* * * *

THE TORCH OF DEVELOPMENT

THE DEVELOPMENT festival held in the month of December in Rajasthan, has awakened a new spirit amongst the rural masses.

The Gram Sabhas of Kekri Panchayat Samiti of Ajmer district, arrived at an important decision on adult education. It was decided that each panch would persuade every illiterate adult in his area to joint the adult education centre. Besides the panchayats would start women's organisations in their areas.

In the Surajgarh Panchayat Samiti of Jhunjhunu district, 500 illiterate persons learnt to sign their names during the festival. The "torch of development" lighted at Jhunjhunu was taken to the Gram Sevak's headquarters at Narhar village in a procession amidst scenes of enthusiasm.

In Alwar district, Gram Sabhas were organised at all panchayat centres of the Thanagazi Panchayat Samiti. Benefits of the use of chemical fertilisers were explained to the villagers and 2,805 maunds of fertilisers were distributed.

* * *

BEST ALROUND SAMITIS

IN RAJASTHAN, Panchayat Samitis of Srinagar, Pachpadra Buhana, Talera and Dudu have been declared the best at the State level competition held during 1960-61. Twenty-nine other samitis have been considered to be the best at the group level panchayat samiti competition. A sum of Rs. 25,000 and Rs. 75,000 will be advanced to each of the best samitis at the State level as grant-in-aid and loan respectively. Each of the best samitis at the group level will get Rs. 5,000 and Rs. 20,000 as grant-in-aid and loan respectively, for implementing the development projects in their respective areas.

* * *

ANTI-UNTOUCHABILITY AWARD FOR VILLAGE

THE KASUMPTI Block Development Committee has sanctioned a reward of Rs. 400 for the Shoghi panchayat, 10 miles from Simla. The Panchayat recently arranged a marriage between a Brahmin boy and a Harijan girl.

Around the States

MADRAS

UNANIMOUS DECISIONS BY PANCHAYATS

To PROVIDE some incentives to Panchayats in the State to take unanimous decisions and to help create an atmosphere for uncontested elections, the Madras Panchayats Act is being amended. The amended Act, it is envisaged, will enable preferential treatment to be given to panchayats and panchayat unions whose members, vice-chairmen and chairmen are elected without a contest, and wherein subjects are decided unanimously, without any difference of opinion.

* * *

REGISTRATION OF BIRTHS AND DEATHS

THE MADRAS Government have decided that every Panchayat should ensure that the registration of births and deaths in the area in its charge is correct and complete. It has also issued instructions to the effect that this matter will be brought under review by the Panchayats every month and that births and deaths will hereafter be reported without any omission.

* * *

ORISSA

PRIZES FOR GRAM PANCHAYATS

THE GOVERNMENT of Orissa have decided to award prizes annually to Gram Panchayats for their outstanding performance on a competitive basis. The idea is to provide incentives to the panchayats for putting forth their best efforts to obtain maximum participation for the all round development of villages. According to the scheme, every 200 Gram Panchayats or less in a District will be taken as a unit for the competition and every unit will be awarded two prizes in order of merit. On this basis, while all the districts in the State will get a set of two prizes, the districts of Cuttack, Puri, Ganjam and Koraput will get an additional set of two prizes as the number of Grama Panchayats in these districts exceeds 200. The first and second prize for each unit will be Rs. 10,000 and Rs. 5,000 in cash respectively. In addition to the cash award, the first best Grama Panchayat in each unit will be given a grant of Rs. 50,000 for establishing a Rural Industrial Unit. The second best Grama Panchayat in each unit will be given a grant of Rs. 25,000 for the same purpose. The Gram Panchayats will have the full discretion for utilising the cash award for development works in their areas. The items for the competition will include assessment and collection of taxes and fees, income from non-tax sources, number of meetings of the Panchayat and percentage of attendance, unanimity in the working of the body and the standard of maintenance of accounts with regard to Panchayat administration. With regard to development programmes, the performance of the Panchayats will be judged with reference to the preparation of the Agricultural Production Plan and the achievement thereon, value of development works undertaken with their own resources, utilisation of man-power, organisation of labour co-operatives, provision of mid-day meals for school children, working of Mahila Samitis and the Expanded Nutrition Programme, the progress of enrolment and attendance in Primary Schools and participation in the Family Planning Programme.

* * *

COLLECTOR OUTSIDE THREE-TIER SYSTEM

THE REPORT of the Select Committee on the Orissa Zila Parishads and Panchayat Samitis Amendment Bill has been submitted to the State Legislature. The main suggestions made by the Select Committee are that the Collector and the Sub-Divisional

Officer should be outside the three-tier system, but should have the right to participate in the discussions of the Panchayati Raj bodies, and that the Extension officers should not be members of the Panchayat Samitis. The Bill has been passed by the State Legislature.

* * *

HONORARIUM TO PARISHAD AND SAMITI CHAIRMEN

WITH EFFECT from 1-7-61 Orissa Government have been paying honorarium, in addition to the travelling allowances at prescribed rates, at the rate of Rs. 200 p.m. to chairmen of the Zilla Parishad and Rs. 100 p.m. to the chairmen of the Panchayat Samitis

* * *

PRIMARY SCHOOLS TRANSFERRED

THE ORISSA Government have transferred all types of primary schools in the State to the Panchayat Samitis with effect from the 1st September, 1961.

* * *

PUNJAB

ORIENTATION TRAINING

THE GOVERNMENT of Punjab have undertaken a four-phased programme for the orientation of the officials and non-officials in Panchayati Raj. During the third phase of the training programme, from the 7th December to 9th January, four courses each of 8 days duration, have been conducted.

SALE OF LAND BY PANCHAYATS

THE PUNJAB GOVERNMENT have modified the village common lands (Regulation) Rules, 1955 enabling gram panchayats to sell their lands to industrial and commercial concerns with the prior approval of the Government.

Gram panchayats have also been authorised to sell land for the construction of buildings for Block Samiti offices or for any department or institution recognised by the Government.

* * *

RAJASTHAN

GRAM SAHAYAK COMPETITION

WITH A view to encouraging the agriculturists to come forward and work as extension men in the rural areas, the Rajasthan Government has decided to organise a competition for Gram Sahayaks during 1961-62. The competition will be organised at the Panchayat, Panchayat Samiti and District levels. The best Gram Sahayak will be adjudged on the basis of improvements made by him on his land and the extent to which scientific methods of agriculture have been adopted. Gram Sahayaks declared best at the district level competition will be taken round the country on Government expenses to enable them to see the various development projects.

* * *

CAMPAIGNS TO STIMULATE DEVELOPMENT WORK

THE GOVERNMENT of Rajasthan has decided that 7 campaigns should be organised in Panchayat Samiti areas every year to stimulate development works. The decision envisages that every Panchayat Samiti should organise Small Savings campaign in December and May, 'School Chalo' after summer vacation; 'Change Your Plough' campaign in September, 'Line Sowing' campaign from July to October and November to January, 'Produce More Manure' campaign from May 15 to 31 and from August 15 to 31, 'Plant More Trees' campaign in July and August and 'Merh Bandi' campaign from April to June and August to October. The Government has also suggested that evaluation committees should be set up to assess the work done during the campaigns.

* * *

FREE MEDICAL AID TO PANCHAYAT EMPLOYEES

THE RAJASTHAN Government has decided to extend all benefits of free medical aid and education facilities to personnel employed by the Panchayat Samitis and Zila Parishads in the State.

* * *

UTTAR PRADESH

LOANS TO GRAM SABHAS

THE GOVERNMENT of Uttar Pradesh has issued instructions for the grant of loans to Gram Sabhas for development of productive assets. A sum of Rs. 2.86 lakhs is proposed to be advanced to the various Gram Sabhas during the current financial year for developing revenue yielding resources. The loan, bearing $4\frac{1}{2}\%$ interest, is recoverable in 15 years.

TRAINING OF NON-OFFICIALS

The Union Ministry of Community Development and Co-operation in a communication to the State Governments has explained the difference between the Crash Training programme and the Training Programme of the Panchayati Raj Training Centres meant for non-official functionaries. According to it, the Crash Training programme is a short term one and seeks to provide training on a fairly large scale to all non-official functionaries before they assume office. It intends to impart instructions in as brief a period as possible to the newly elected Panchayati Raj personnel in regard to their role and responsibilities under Panchayati Raj. However, the training programme of the Panchayati Raj Training Centres is envisaged to be a formal education programme to cover a definite syllabus prescribed for the different categories of non-officials in details after they have already assumed office.

* * *

STUDY GROUP REPORT ON PANCHAYATI RAJ ADMINISTRATION

The Government of India have approved the model rules of business for Panchayats, Panchayat Samitis and Zila Parishads, framed by a study group on Panchayati Raj administration, and has commended them for adoption by the State Governments. The study group, of which Shri V. Isvaran, Chief Secretary to the Gujarat Government, was the chairman, has recommended the establishment of a Panchayati Raj Service in each State from which a cadre of civil servants could be drawn. Recruitment to the service should be entrusted to a separate Service Commission. It has recommended that provision should be made for the compulsory levy of taxes like the property tax, profession tax and trade tax, by the Panchayats in all States. Failure to levy and realise the compulsory taxes should be regarded as non-fulfilment of primary obligations. It has also suggested that the budget year of the State Government and of the panchayat institutions should be so phased that the latter are enabled to frame a realistic budget. Programmes under implementation by these institutions should not suffer for want of funds during the interim period between the closing of a financial year and issue of fresh sanctions for the following year. The report also outlines the functions of various officials connected with Panchayati Raj institutions and the procedures for determination of plans, preparation of budgets and execution of works.

* * *

THE CENTRAL COMMITTEE MEETING

The subject of providing employment to the unemployed persons in the rural areas was discussed in a meeting of the Central Committee held on 26th December, 1961. The chairman of the committee, Shri Jawahar Lal Nehru observed that even though no declaration of guaranteed employment to everybody could be made, it would give the necessary psychological emphasis if Panchayats held themselves responsible for providing employment in rural areas. He added that they could undertake works programmes of a productive nature as well as the setting up of small industries. According to him, the ultimate aim should be to provide employment for all able-bodied persons who came forward for work. The Chairman observed that while free boarding and lodging for all pupils in schools would not be possible, free books, stationery and uniforms might be provided, starting from Primary Schools and gradually working upwards to the Secondary level. He also said that for the Mid-day Meals Programme,

assistance was now available from foreign organisations like CARE. This should be replaced by increased local contributions and Government grants, if necessary, when foreign assistance ceased.

* * *

S. K. DEY ADDRESSES DEVELOPMENT COMMISSIONERS

Shri S. K. Dey, Minister for Community Development & Co-operation addressing the Development Commissioners' Conference held on 26th December in New Delhi, said that Panchayati Raj had come to sway the minds of the rural people for as many as eight States, accounting for about 65 per cent population of the country, had already implemented the scheme. The progress of Panchayati Raj, he added, had shown that, with the devolution of power and initiative, it had become necessary for the technical and administrative functionaries to be more competent in their own subjects, for they had also, in addition, to play the role of educators of the representatives of the people, so that they could make common cause with each other for the implementation of developmental programmes. He also observed that the progress of all the schemes implemented so far had highlighted the fact that there could be no decentralisation of administration or politics without a similar decentralisation of economy. A programme of decentralised economy, he said, would provide independent resources to the new leadership emerging for handling the Panchayati Raj and Sahakari Samaj institutions. Referring to the schools, he said that a number of states had already transferred their control to Panchayati Raj institutions. He added that time had come for the village schools to be developed as Panchayati libraries for the purpose of education, social education and allied requirements.

* * *

DEVELOPMENT COMMISSIONERS' RECOMMENDATIONS

The Development Commissioners' Conference held recently in Delhi reviewed the arrangements in the States for the recruitment, promotion and disciplinary control of civil servants borne on the cadre of Panchayati Raj institutions and considered the need for an independent machinery for the purpose. For the implementation of the developmental programmes by the Panchayati Raj institutions, it was felt, funds should be made available to them by the State Governments and other agencies so as to enable them to have a sufficiently long working season with uninterrupted flow of funds.

* * *

PANCHAYATI RAJ IN LOK SABHA

During the discussion on the working of Panchayati Raj in the country in the last session of Lok Sabha, the M.P.s generally welcomed the new system. It was felt that the scope and powers of the Panchayati Raj bodies must be specifically defined in the Constitution itself. There was a divergence of views on the questions whether the Government should, as a matter of policy, encourage unanimity in elections to the Panchayati Raj bodies and whether the political parties should keep out of these elections. The general opinion was that the relationship between the officials and non-officials in the Panchayati Raj bodies must be properly defined. Emphasis was laid on the fact that the resources of the Panchayati Raj bodies should be strengthened. A suggestion was made that the taxes should be levied and collected by a central agency and should be distributed among the various Panchayati Raj bodies.

Minister, Community Development & Co-operation in his reply to the debate mentioned that it might be necessary to establish Panchayati Raj Public Service Commissions or Committees in the States to recruit personnel to the cadres of services under the Panchayati Raj institutions and to maintain discipline among them. He indicated that the need may also arise for the establishment of a special commission for Panchayati Raj institutions to assess their resources and to indicate ways and means of providing special assistance to the more backward areas.

* * *

Bringing up the Baby

VIKAS MELAS *which have now become regular annual features of Community Development Programme, provide both fun and instruction to the villagers. In the above picture, a play is being staged on the occasion by a Panchayat Samiti in Rajasthan.*

Printed by the Manager, Government of India Press, Faridabad, and published by the Director, Publications Division, Ministry of Information and Broadcasting, Delhi-6, on behalf of the Ministry of Community Development and Cooperation.

Regd. D—877